



COMMONWEALTH OF MASSACHUSETTS

# **Governor's Executive Commission for Homeless Services Coordination**

## ***Housing the Homeless: A More Effective Approach***

### **FINAL REPORT**

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## *Executive Summary*

Much has been documented about the crisis in available, affordable housing in the Commonwealth of Massachusetts as the number of homeless families and individuals has reached alarming levels. In 2004, Massachusetts' public agencies will spend an estimated \$253,899,019 – a quarter of a billion dollars – on the homeless population. If outlays for publicly funded medical assistance and for nonprofit/ private assistance were added to this total, the total cost of homelessness in Massachusetts would be considerably more. Of great concern is that most of the money will go towards managing homelessness rather than ending it.

As one of his first official acts after being inaugurated, Governor Mitt Romney signed Executive Order Number 447 establishing an Executive Commission to improve homeless services coordination across the executive branch and to provide quicker access to safe, accessible, and affordable housing. On May 19, 2003, the Commission was launched. This report is the result of a three-month period of analysis across the executive branch of state government and across many stakeholders.

This report sets the stage for change. It outlines the first steps needed in a long-term battle against homelessness. Winning the battle will require strong continued leadership and coordinated effort from the secretariats of Commonwealth Development, Health and Human Services, and Commerce and Labor, with oversight from the Governor's Office. It will also require bringing volunteer and financial resources from private sector partners and faith-based communities to the table to maximize effects.

The themes and recommendations in this report were developed by the Commission following an intensive process of collecting and analyzing input and data. The Commission reached consensus on five major themes that form the basis of a work plan to move from our current and historic reliance on emergency shelter to one of temporary housing supports. The shift in focus to temporary housing supports is being taken in an effort to provide a more efficient, effective and better coordinated response to the homeless crisis. In conjunction with this new focus is the promotion of more affordable permanent housing to prevent homeless families and individuals from getting trapped in the temporary housing market.





The five major themes that emerged through extensive input and interviews with stakeholders are:

1. The Need to Increase Affordable Housing for Those with Very Low Incomes
2. The Need to Focus More on Prevention
3. The Need to Better Coordinate Services to the Homeless Population
4. The Need to Improve Data Collection, Coordination and Reporting
5. The Need to Establish a Massachusetts' Interagency Council on Homelessness and Housing (MICHH)

These themes and the recommendations that flow from them informed the Commission's decision to take the bold step of moving from a "shelter-first" system to a "housing-first" model in addressing the Commonwealth's homelessness crisis.



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## *Preface*

In one of his first official acts as Governor, Mitt Romney signed Executive Order Number 447 establishing the Executive Commission for Homeless Services Coordination. "State government's current system of coordinating homeless services is best described as a patchwork approach to the problem," said the Governor who noted that a dozen state agencies provide services to homeless families and individuals. The establishment of the Commission was the recognition by the Governor that much could be done across the executive branch of state government to better coordinate existing state services, resources, and programs. Accordingly, Governor Romney charged the Executive Commission with crafting recommendations to remove barriers to service coordination and to improve access to safe, decent, and affordable housing for the homeless population.

The Executive Commission for Homeless Services Coordination consists of fourteen public agencies: the Executive Office of Health and Human Services (Chair), the Executive Office for Administration and Finance, the Executive Office of Elder Affairs, the Department of Transitional Assistance, the Department of Housing and Community Development, the Department of Education, the Department of Mental Health, the Department of Mental Retardation, the Department of Public Health, the Department of Social Services, the Department of Veterans Services, the Department of Corrections, the Office of Child Care Services and the Massachusetts Rehabilitation Commission.

The Executive Order was signed February 14, 2003. The Commission was launched on May 19, 2003. This report is the result of a 90-day process that sets the stage for change.

## *Background*

Much research has documented the crisis in available, affordable housing in the Commonwealth of Massachusetts. Owning or renting in Massachusetts is a very expensive process:

1. In July 2003, the average selling price of a single-family home in Massachusetts was \$387,629, down from the \$414,517 average reported in June 2003 (which was inflated by higher than normal sales of expensive homes) but up by 6.1 percent from the average in July 2002<sup>1</sup>.

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<sup>1</sup> <http://www.Boston.com>. Statistics reported in both *The Boston Globe* and *The Boston Herald* based on data from the Massachusetts Association of Realtors.



2. The metropolitan Boston housing market was the third most expensive in the country in the second quarter of 2003 according to the National Association of Realtors<sup>2</sup>.
3. Massachusetts is the least affordable state in the nation for renters according to the National Low Income Housing Coalition (NLIHC). The NLIHC estimates that a renter needs to earn \$22.40 an hour to afford a two-bedroom apartment in the state. An hourly wage of \$27.29 is needed in the Boston metropolitan area<sup>3</sup>.

Homelessness in Massachusetts has reached alarming levels. For years the state has funded two emergency sheltering systems, one for families and one for individuals. Currently, approximately 1,600 families with children are in emergency shelters on any given night, with more than 500 of the 1,600 sheltered in motels due to the lack of capacity in the emergency sheltering system for families. Similarly, emergency shelters for homeless individuals are overflowing and have been since 1997<sup>4</sup>.

*In 2004, Massachusetts' public agencies will spend more than one-quarter of a billion dollars on the homeless population, and most of the money will go towards managing their homelessness rather than solving the problem because there is no place for homeless families and individuals to go<sup>5</sup>.* (For a breakdown of spending by agency, see Attachment B.) Furthermore, this budget number significantly understates the total costs of homelessness in Massachusetts because it excludes outlays for publicly funded medical assistance and for nonprofit/private sector assistance. Clearly this is not a trend we can sustain in either economic or humane terms.

This report by the Executive Commission for Homeless Services Coordination details specific actions Massachusetts can implement to stop the spread of homelessness and, ultimately, to begin to end the root causes of homelessness by shifting resources, including state funding and the provision of various services, from emergency shelter to transitional housing. Currently, the provision of shelter and many of the additional services needed to address homelessness are provided in the state's emergency sheltering system. The work of the Commission illustrates a realization that the state's historic focus on emergency shelter is an ineffective way to manage these resources and services.

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<sup>2</sup> National Association of Realtors. <http://realtor.org/research.nsf/Pages/MetroPrice>.

<sup>3</sup> National Low Income Housing Coalition. 2002. "Out of Reach 2003: America's Housing Wage Climbs." <http://www.nlihc.org/oor2003>.

<sup>4</sup> Massachusetts Housing and Shelter Alliance. "Average Statewide Annual Adult Shelter Census: 1993-2002." Boston, MA.

<sup>5</sup> The Executive Office for Administration and Finance compiled homeless expenditures of Commission member agencies based on reports submitted by each member.





The Commission developed the themes and recommendations presented in the report following an intensive process of collecting and analyzing input and data from each member agency as well as from service providers, homeless people, and other interested parties.

## ***Stakeholder Input***

Focus groups with Commission members, public forums held across the state, and surveys of homeless clients, as well as input from the federal Policy Academy on the chronically homeless, have all informed the deliberations and recommendations of the Commission.

### **FOCUS GROUPS WITH COMMISSION MEMBERS**

Twelve of the Commission's agencies participated in a two-hour focus group conducted by a work group set up by the Commission to conduct research and analysis of homelessness in Massachusetts. The focus groups included agency heads, their budget directors, and senior staff responsible for making policy and programmatic decisions affecting homeless families and individuals. Feedback from the focus groups on current systems for managing homelessness and agency ideas on improving homeless services were instrumental in developing the themes and recommendations presented in the following section.

### **PUBLIC FORUMS**

The One Family Campaign, a project of the Paul and Phyllis Fireman Charitable Foundation, took the lead in organizing seven statewide public forums to generate an open discussion on creative and innovative approaches to reducing homelessness. The forums focused on:

- shortening shelter stays,
- eliminating the use of motels for homeless families,
- reducing overflow in adult shelters,
- reducing chronic homelessness,
- creating a system of prevention,
- providing quicker access to affordable housing, and
- creating a system that encourages and promotes economic independence.

Over 250 individuals participated in the forums and many others submitted written comments. A One Family Campaign interactive web page was also created for ongoing input into the process for those who could not attend the forums.



## CLIENT SURVEYS

The Massachusetts Housing and Shelter Alliance (MHSA) and Homes for Families surveyed homeless individuals and families to get a better understanding of how to prevent homelessness. The Department of Transitional Assistance conducted a more detailed survey of homeless families in emergency shelters to further inform the issue.

## POLICY ACADEMY

Massachusetts is participating in the federally sponsored Policy Academy that is focused on improving access to mainstream services for people experiencing chronic homelessness, a subgroup of homeless individuals estimated to represent approximately ten percent of those who are homeless over time. The chronically homeless are characterized by a disability such as an addiction, mental illness, a chronic physical illness, or a developmental disability and by either having been homeless for a year or more or having multiple episodes of homelessness over several years<sup>6</sup>. The work of the Policy Academy<sup>7</sup> is being incorporated into the Commission's deliberations and recommendations.

Five major themes and a number of recommendations to address each theme emerged from the stakeholder input process.

## *Development of Themes and Recommendations*

At its July 8, 2003 meeting, the Commission reviewed five themes that were consistently heard in discussions on homelessness and homeless issues:

1. The Need to Increase Affordable Housing for Those with Very Low Incomes
2. The Need to Focus More on Prevention
3. The Need to Better Coordinate Services to the Homeless Population
4. The Need to Improve Data Collection, Coordination and Reporting
5. The Need to Establish a Massachusetts' Interagency Council on Homelessness and Housing (MICHH)

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<sup>6</sup> This definition of the chronically homeless is from the U.S. Interagency Council on Homelessness. See [www.ich.gov](http://www.ich.gov).

<sup>7</sup> Members of the Policy Academy are the Executive Office of Health and Human Services, the Department of Transitional Assistance, the Department of Housing and Community Development, the Division of Medical Assistance, the Department of Mental Health, the Department of Public Health, the Massachusetts Housing and Shelter Alliance, the Department of Veterans Services, and the City of Boston.





The Commission set up two workgroups to further explore the first four themes and preliminary recommendations. The Department of Housing and Community Development (DHCD) took the lead for developing Themes 1 and 2; the Department of Transitional Assistance (DTA) and the Executive Office of Health and Human Services (EOHHS) jointly took the lead for developing Themes 3 and 4. It was expected that the establishment of an interagency council (Theme 5) would continue the work of the commission and develop plans to further the recommendations corresponding to the first four themes, moving us from a system based on crisis sheltering to one of more stable, transitional housing supports. In conjunction with this shift in focus to temporary housing supports is the promotion of more affordable permanent housing to prevent homeless families and individuals from getting trapped in the temporary housing market.

In the two weeks that followed, DHCD, DTA and EOHHS held a series of meetings with commission members' staff and public stakeholders to identify specific action items that could be implemented in the short-term to improve homeless services and long-term strategies to eradicate homelessness.

DHCD, DTA and EOHHS presented the reworked themes and recommendations to the Commission on July 22, 2003, and the themes and recommendations were also posted for public comment on the Commission's website. Again, public comment was considered and incorporated into the final recommendations of this report.

## ***Major Themes and Recommendations***

The Commission reached consensus on the following major themes and recommendations, which form the basis of a work plan to move from our current reliance on emergency shelter to one of temporary housing supports, in an effort to provide a more efficient, effective and better coordinated response to the homeless crisis.

### **INCREASE ACCESS TO AFFORDABLE HOUSING**

Historically, a significant percentage (over 75 percent) of families in emergency shelters have exited the shelter for permanent housing with some sort of housing subsidy, including Section 8 vouchers or units within public housing. In the past, Section 8 housing subsidies have enabled low-income families and individuals to lease fair market rental units, allowing them to pay 30 percent of their income towards housing costs with the voucher paying the rest. But due to a freeze imposed by the U.S. Department of Housing and Urban Development, Massachusetts will be unable to issue additional Section 8 vouchers and has





projected that no new vouchers will be available until 2005. This crisis is exacerbated not only by the fact that new housing stock is not coming on line fast enough to meet the demand from middle and lower income households<sup>8</sup>, but also by a very severe affordable housing shortage for households with incomes below 30 percent of the area median income, generally referred to as extremely low-income households. Of particular concern here is that many homeless individuals and families have incomes well below 30 percent of the area median income. Affordable housing production targeted to those with such low incomes is critically needed to enable the homeless population to move from shelter into housing.

To illustrate the lack of affordable housing options for those with extremely low incomes, consider that a typical family of three can not have an annual income greater than \$15,264 to qualify for emergency shelter. Without Section 8 assistance to help with the costs of market-rate housing, there are very few units affordable to families at that income level exiting the sheltering system.

To address the issue of a shortage of affordable housing, the state should:

1. Work with community and nonprofit partners to continue to craft ways to target housing production to extremely low-income households. Wherever possible, the state should establish targets or set-asides for these households;
2. Consider potential opportunities for developing housing and/or shelter supports for the homeless population as the state develops proposals for the use and re-use of excess property;
3. Through the Department of Housing and Community Development, work with Local Housing Authorities (LHAs) to ensure that suitable candidates in the shelter system are given priority for available public housing units. Families currently in the sheltering system (including motels) should be moved into these units;
4. Re-allocate current funding for the Emergency Assistance (EA) program, which is limited to emergency shelter, to alternative programming that provides time-limited subsidies for housing. Towards this goal, DTA should develop a cost-effective model over the course of the next year to pilot within existing EA spending. This pilot should incorporate a component of client responsibility, including work for those who are able, to improve a household's ability to afford and maintain housing.

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<sup>8</sup> Massachusetts ranked 47<sup>th</sup> in the nation in building permits issued per capita in 2001.



## NEED TO FOCUS MORE ON PREVENTION

Prevention is often a cost-effective alternative to placement in homeless shelters. Over the course of the last few years, funding of prevention services has been eliminated in many areas as the public systems have had to respond to the increased homeless population. We believe there are actions that can be taken to restore some focus on prevention, including:

1. Develop an “early warning” system to provide prevention assistance to those at risk of becoming homeless. Earlier identification and remediation of certain triggers will prevent some homelessness, such as those behind in rent payments and at-risk of eviction, those whose utility payments are in arrears, etc. This includes development of state linkages with LHAs and landlords, enabling direct payment of rent for those on public assistance;
2. Develop and implement discharge planning protocols to ensure families and individuals are not being discharged to shelters;
3. Develop and implement a system whereby public and private landlords can obtain direct payments through the state for those on public assistance to prevent evictions due to nonpayment of rent;
4. Work with LHAs to reach out to and help residents understand the appropriate steps to be followed for taking in additional family members, especially while the state is forced to use motels as a sheltering option.

## IMPROVE COORDINATION OF SERVICES

Although not all homeless families or individuals need a high level of services, there is a subset of the homeless population that is involved with multiple state agencies and the services they receive should be coordinated to maximize effectiveness. Moreover, we are interested in ensuring that those entering the homeless system have access to all public programs for which they are eligible such as MassHealth and Food Stamps. In order to better connect homeless families and individuals to mainstream services for which they qualify, we need to:

1. Establish an executive-level intensive case management team to better manage the services of the complex, chronically homeless cases;
2. Designate a homeless liaison from each agency to identify and address agency barriers to serving the homeless population, and to ensure access to the agency's mainstream services;
3. Develop a standardized application for entry into the homeless system, including a screening tool with standard data elements;





4. Implement protocols and releases that allow client information to be shared across agencies and programs;
5. Pilot outreach efforts that make the SSI application process more seamless and likely to result in a successful application;
6. Similarly, pilot outreach efforts to ensure that veterans have access to services and benefits of the Veterans Administration system;
7. Develop ways to engage the homeless population in activities that will maximize their employment, thus increasing the likelihood they will be able to obtain and maintain housing.

#### IMPROVE DATA COLLECTION, COORDINATION AND REPORTING

Collection and coordination of data on the homeless population are important to ensure proper access to those services for which homeless families and individuals qualify and need. In addition, state policy makers need better data on the homeless population to improve program decision making and design. For these reasons, the state should:

1. Examine the proposed "Universal Data Elements" as put forth by the U.S. Department of Housing and Urban Development, aligning state data requirements accordingly, and explore requiring that these universal data elements be reported by providers;
2. Collect data necessary to ensure that the homeless population is receiving services for which it is eligible, and to enhance the state's capability to coordinate those services across agencies;
3. Streamline and connect the varied databases for housing, housing search, and applications for housing supports (Section 8 vouchers, public housing, etc.) and make them more accessible to clients and caseworkers through MassCARES and other e-government initiatives.

Attachment A presents action steps and the lead agency for each theme and recommendation.

#### *Next Steps*

The momentum for change begun by the Commission needs to be institutionalized. In addition to the above themes and recommendations, the Commission acknowledges that additional time is needed to tackle such a challenging and complex issue as homelessness, and is recommending that the Governor formally appoint a Massachusetts' Interagency Council on Homelessness and Housing (MICHH). It is recommended that the Council be chaired (or co-chaired) by someone within the highest levels of the Administration, either the Governor or the Lieutenant Governor, and should



include appropriate representatives from the following entities within the executive branch: Health and Human Services, Commonwealth Development, and Commerce and Labor. Another option would be to have these secretariats rotate in chairing the Council. The appointment of such a Council would ensure that the work and progress made by the Commission moves forward, and would create a formal structure not only to steadily improve the coordination of services and programs for the homeless population, but also to develop, implement, and monitor initiatives to end homelessness as we know it.

Under the continued leadership of the Romney-Healey administration, this Council should link to other partners in the private sector (including corporate, philanthropic, and faith-based organizations) as well as federal, state and local levels of government. Similarly, the Council should have links to the federal Interagency Council on Homelessness (ICH) through the ICH's regional representative.

The alarming growth in the number of homeless families and individuals in the Commonwealth is something for which we are all responsible. We must all play a role if we are to truly end homelessness as we know it.







## Attachment A: Commission's Recommendations and Work Plan

Theme:	Recommendation:	Action Step(s):	Lead:
Affordable Housing	Explore using Chafee funds to the maximum allowable level for housing.	DSS should convene a group to evaluate this proposal in light of the Governor's commitment to increase housing, targeting this resource to youths aging out of the foster care system. External participants should include EOHHS, DTA, and others.	DSS
	Compile a listing of all housing units in production and indicate targets or set-asides for affordable housing, especially extremely low-income affordable housing.		DHCD
	Consider potential opportunities for developing housing and/or shelter supports for the homeless population in conjunction with proposals for the use and re-use of excess property.		EOHHS with A&F
	Dedicate a maximum number of units in public housing in FY04 for relocating families from DTA's family sheltering system.	DTA to identify appropriate families; DHCD to identify units and location.	DHCD (with DTA)
	Identify a share of the homeless individual shelter account to fund temporary housing models to transition individuals to permanent housing.	DTA to identify resources; DTA to identify individuals; DHCD to identify housing options for individuals	DTA (with DHCD)
	Refocus the state's emergency-driven shelter funding to funding for more permanent housing by dedicating a portion of current EA funding to time-limited housing assistance.	Draft legislative language allowing use of EA funding for such a purpose in FY04; Develop transitional/housing first/direct housing models to include in FY05 House One proposals.	DTA





Theme:	Recommendation:	Action Step(s):	Lead:
Prevention (also some apply to above)	Develop an "early warning system" to provide prevention assistance to those at risk of becoming homeless.	Establish a relationship with Local Housing Authorities (LHAs) to pursue vendor payments to prevent rental delinquency and consequent eviction; Explore notification from utility companies of residents whose utilities are being shut off for nonpayment; Develop "housing counselors" for landlords and other entities to contact when facing problems with tenants; Provide information/referral for housing-related problems at places of community contact (e.g., CHCs, schools).	DTA
	Require appropriate agencies and entities to develop and implement discharge planning protocols that identify housing resources other than emergency shelter.	All service agencies having custody of populations should have an approved discharge planning protocol.	EOHHS
	Allow private landlords to request direct vendor payments.	DTA to draft required legislation; DTA to develop appropriate procedures.	DTA
	Work with LHAs to reach out to and help residents understand the appropriate steps to be followed for taking in additional family members, especially while the state is forced to use motels as a sheltering option.	DHCD to work with LHAs.	DHCD







Theme:	Recommendation:	Action Step(s):	Lead:
Services Coordination	Establish an executive-level intensive case management team for complex homeless cases.	EOHHS to assemble standing team.	EOHHS
	Require each state agency to designate a homeless liaison whose function is to: (1) undertake an agency assessment of barriers to coordinating services to the homeless population and (2) assist the homeless population in accessing mainstream services.		Each agency
	Develop a standardized application for entry into the homeless system, and a standardized screening/assessment tool with standard data elements.	EOHHS or DTA should set up a workgroup that would include appropriate agencies and that would coordinate with developers of the virtual gateway pilot.	EOHHS or DTA with Veteran Services, Elder Affairs, DPH, DMA, DSS, and DMH
	Implement protocols for sharing information on homeless cases.	Part of the above, with agency and EOHHS legal staff.	EOHHS legal
	Pilot an out-stationing of MRC/DDS staff in a shelter to do disability determinations to ensure a seamless SSI application process.	MRC should identify resources and design a pilot in conjunction with a DTA shelter.	MRC (with DTA)
	Pilot an outreach, screening model to ensure that veterans of the military have access to federal benefits (health care, pensions) of the Veterans Administration system.	DTA with DVS.	DVS
	Develop ways to engage the homeless population in activities that will maximize their employment, thus increasing the likelihood they will be able to obtain and maintain housing.	DTA with DET, MRC, DMH and EOHHS.	DTA







Theme:	Recommendation:	Action Step(s):	Lead:
Data Coordination	Implement core data-collection requirements for all persons accessing state and federally-funded homeless shelters, making sure that the data can identify individual users of the system, and that there is a system for centralizing this information for informing policy and program decisions.	Identify HUD required data standards for HUD-funded programs; Modify for state needs (e.g., services like FS, MA, SSI); Work into MassCARES and the virtual gateway pilot.	EOHHS and DTA
	Develop additional data standards for homeless children to identify educational needs.	Identify required standards as a supplement to those above for homeless families with children	EOHHS/DOE
	Develop a single list of affordable/subsidized housing units.	Link the HousingWorks information on available, affordable housing with the MassCARES resource locator; Link MassAccess with the MassCARES resource locator.	EOHHS
Shared Responsibility	Explore a regionally-based or community-based pilot program that would deal more holistically with the homeless population and leverage local expertise and resources.	DTA to review appropriate regions.	DTA
	Impose shelter fees, however minimal, to underscore individual responsibility.	DTA to explore.	DTA (with EOHHS)

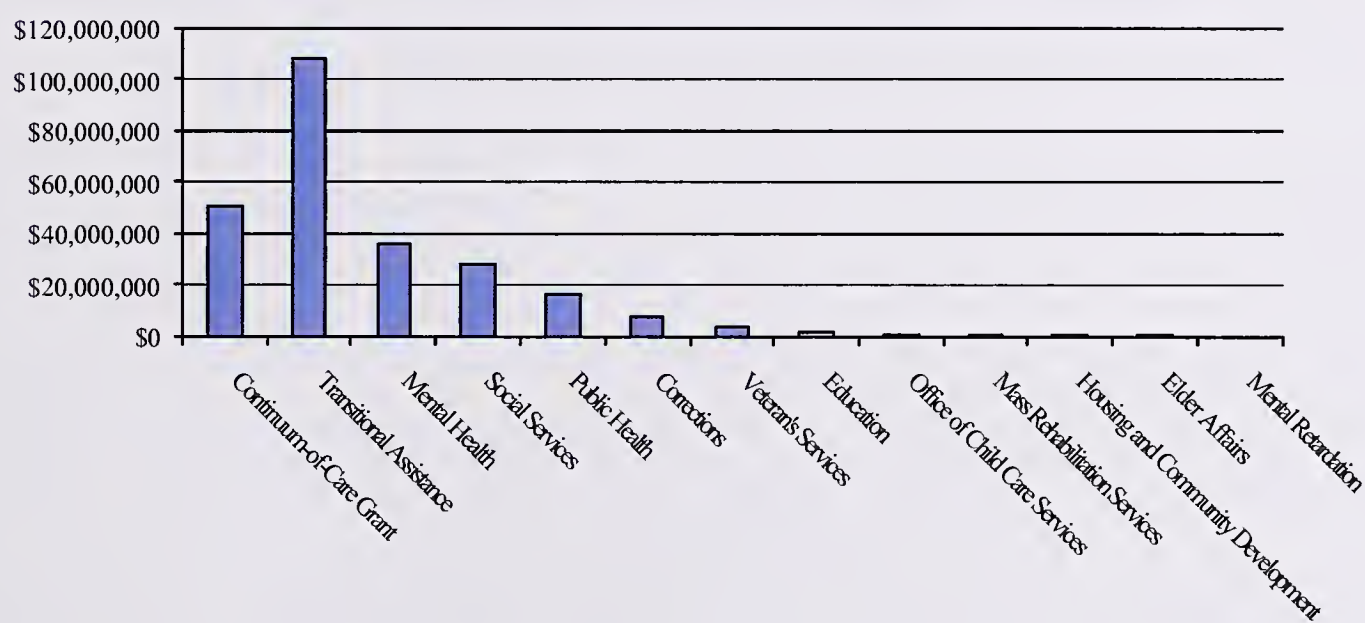




## ATTACHMENT B: COMMISSION MEMBERS' HOMELESS SPENDING

During state fiscal year 2004, an estimated one-quarter of a billion dollars (\$253,899,019)<sup>a</sup> will be spent by agencies represented on the Executive Commission for Homeless Services Coordination to shelter and support the Commonwealth's homeless population. (This budget number significantly understates the costs of homelessness in Massachusetts because it excludes outlays for publicly funded medical assistance and for nonprofit/private sector assistance.) The majority of homeless spending among Commission members is through the Department of Transitional Assistance (43 percent of the total), most of which goes towards sheltering the homeless population.

**Commission Members' Homeless Budgets (State Fiscal Year 2004)**



In addition to the Department of Transitional Assistance, other Commission members reporting notable budget allocations for homeless services are:

- Department of Mental Health (14 percent of total)
- Department of Social Services (11 percent of total)
- Department of Public Health (7 percent of total)
- Department of Corrections (3 percent of total)
- Department of Veterans Services (2 percent of total)

<sup>a</sup> Each Commission member submitted budget data on homeless spending for state fiscal years (SFY) 2003 and 2004. Some also reported expenditures for SFY2001 and 2002.





The statewide Continuum-of-Care Grants formerly distributed through the Executive Office of Health and Human Services, and now through the Department of Transitional Assistance, account for 20 percent of the total.

#### SUMMARY OF CONSOLIDATED HOMELESS BUDGETS OF COMMISSION MEMBERS

Under the consolidated homeless budgets of Commission members for state fiscal year 2004, programs for homeless families and for homeless individuals will be similarly funded (47 percent and 50 percent, respectively). More than one-half of the consolidated funds will cover emergency services, primarily shelter costs. No agency reported capital funds for developing permanent housing for the homeless population in SFY2004<sup>b</sup>. (Table 1) Some of the service funding, however, is used to access housing units and rental assistance. For example, the Department of Mental Health uses Homeless Initiative funds as service matching funds in support of local housing grant applications.

TABLE 1. SUMMARY OF CONSOLIDATED HOMELESS BUDGETS OF COMMISSION AGENCIES (STATE FISCAL YEAR 2004)		
Homeless families allocation	\$118,956,435	46.9%
Homeless individuals allocation	\$126,489,249	49.9%
Undesignated	\$ 8,453,336	3.3% <sup>c</sup>
Emergency services	\$135,651,053	53.4%
Non-Emergency services	\$ 71,256,326	28.1%
Undesignated	\$ 46,991,640	18.5%
Federal funds	\$ 63,463,849	25.0%
Operating funds	\$189,662,170	74.7%
Capital funds	-	-
Trust	\$ 773,000	0.3%

Compiling budget data on homeless services is a formidable task hampered by imprecise definitions and blurred distinctions. The data reported here represent a best estimate of the share of each agency's budget that is spent on the homeless population and give a good sense of how homelessness is currently being

<sup>b</sup> The Department of Housing and Community Development awarded \$6.6 million in capital funding for projects targeted to the homeless population during SFY2003 but has not approved any SFY2004 projects to date.

<sup>c</sup> These percents do not add up to 100 because of rounding.





addressed. Sheltering costs paid by the Department of Transitional Assistance and the Department of Social Services consume a large part of the consolidated funds, whereas development of permanent housing for the homeless population is practically nonexistent. This focus will need to be reversed if we are to ultimately end homelessness in the Commonwealth.







